

WA/2020/0558 - Outline application with all matters reserved for erection of 24 apartments with underground parking following demolition of existing bungalow The Old Mission Hall (revision of WA/2018/1879) (as amplified by Transport Assessment, Travel Plan, updated ecology report, and amendment to proposed housing to include 7 of the 24 dwellings as affordable units) at The Old Mission Hall, Hookstile Lane, Farnham GU9 8LG

Ward: Farnham Firgrove
Case Officer: Rachel Lawrence
Extended Expiry Date: 26/03/2021 (expired)

Neighbour Notification Expiry 13/07/2020
Date:

RECOMMENDATION A That, subject to the completion of an appropriate legal agreement by the 27/10/2021 to secure the provision of on site affordable housing, an off site affordable housing contribution and financial contributions towards the ongoing maintenance and enhancement of Farnham Park; and subject to conditions, that outline planning permission be GRANTED

RECOMMENDATION B That, in the event that the requirements of recommendation A are not met, that permission be REFUSED

1. Summary

This application was reported to the 23 March Western Area Planning Committee, however the item was deferred following late receipt of comments from the County Highway Authority. Since that time, an error in the ownership certificate submitted with the planning application came to light. As a result of this, an amended certificate was requested from the applicant and a further period of consultation undertaken. A committee site visit for this application took place in March 2021.

The above application has been called to committee by the Local Ward Member, Councillor Hyman, to further consider matters relating to:

- Quantum of development
- Amenity for neighbouring occupiers and future occupants
- Effect on the Thames Basin Heaths SPA

This is an outline application with all matters reserved. Despite this being an outline submission, indicative drawings have been provided to demonstrate that the quantum of development proposed can be achieved on site.

The report concludes that the principle of residential development of the site is acceptable and that the quantum of development can be achieved without harm to character, or highway safety. It avoids any significant harm to neighbouring amenities. Whilst harm is identified in respect of the loss of employment land, this adverse impact is outweighed by the benefits of providing market and affordable housing on a sustainably located site. On this basis, the recommendation is to approve the planning application, subject to completion of the legal agreement.

2. Location Plan



3. Site Description

The application site measures 0.23 hectares and is located to the south-west of Hookstile Lane, a single track private road accessed from Firgrove Hill to the east.

The site currently comprises dilapidated industrial buildings and an existing bungalow and associated parking space.

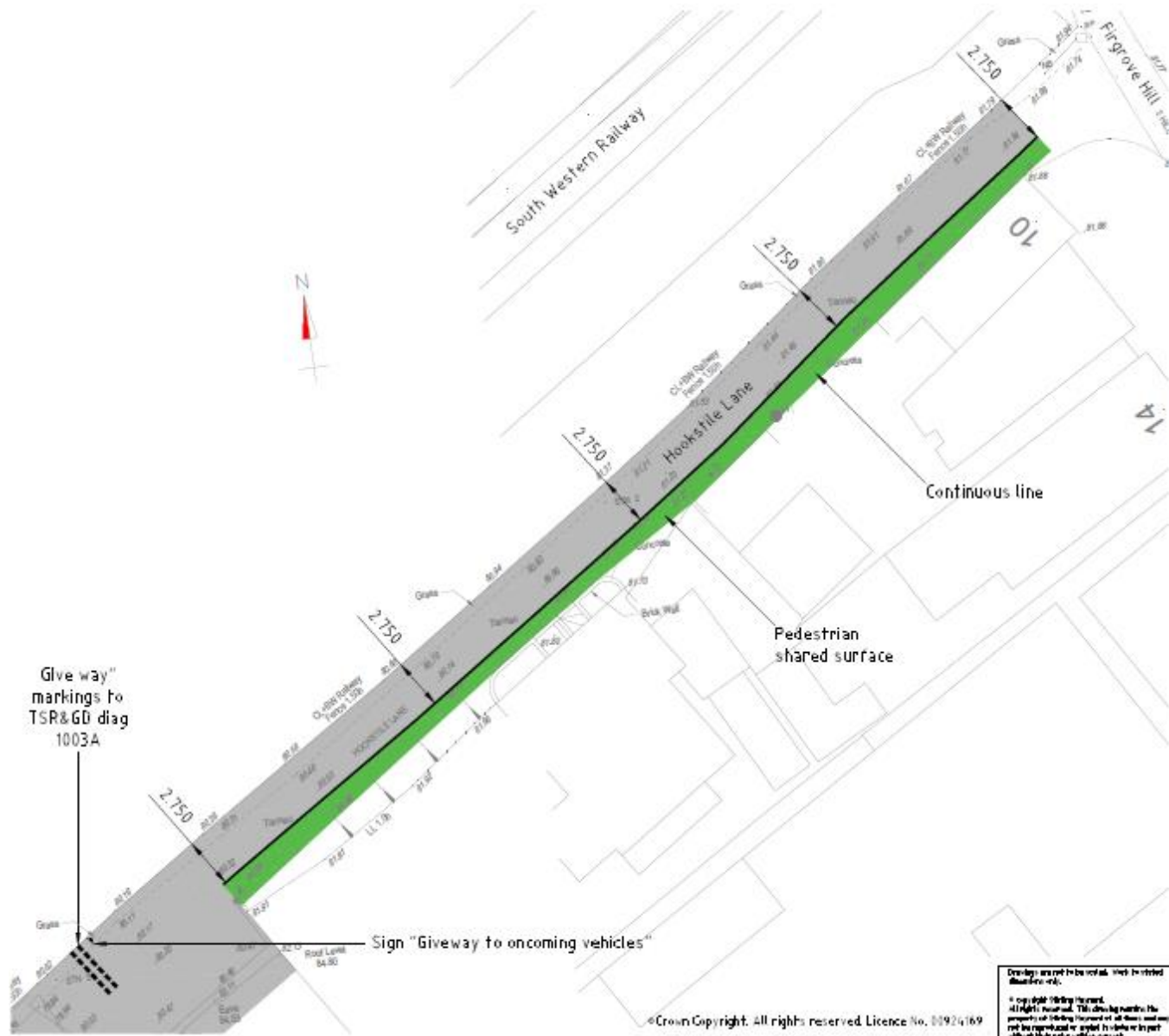
The site is relatively flat, stepped into the steep topography of the area which slopes up from north-west to south-east. Adjacent to the north-western boundary of the site, there is a railway line screened by mature vegetation. To the south-east and south-west there is an eclectic mix of residential dwellings along Arthur Road and Arthur Close. To the north-east there is a mix of residential and commercial buildings.

4. Proposal

Outline planning permission is sought with all matters reserved for the erection of 24 apartments to include:

- Underground parking
- Demolition of existing bungalow: "The Old Mission Hall"
- Demolition of existing structures used for industrial purposes
- Vehicular access as existing via Hookstile Lane (which joins Firgrove Hill)
- 7 of the 24 dwellings to be provided as affordable units
- 15 x 2-bed dwellings
- 9 x 1-bed dwellings

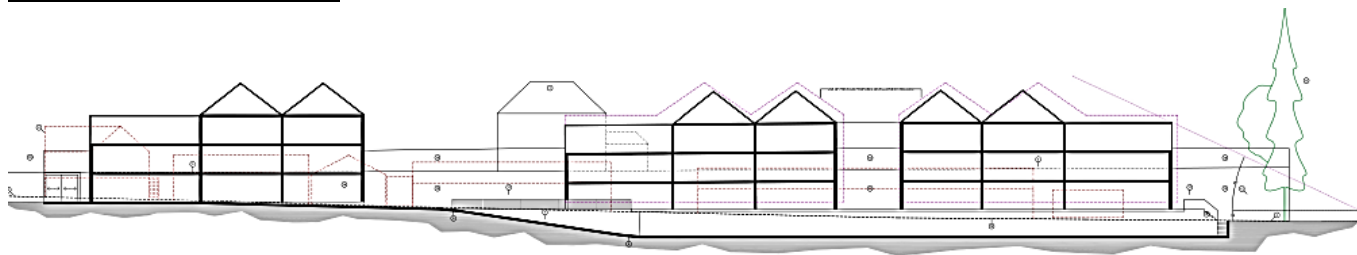
5. Proposed access improvements:



6. Indicative Block Plan:



7. Indicative cross section



8. Heads of terms

The applicant has indicated a willingness to enter into a S106 agreement to secure;

- Affordable Housing provision on site (7 dwellings)
- Off site affordable housing contribution of £24,284
- Contributions to the ongoing maintenance and enhancement of Farnham Park to mitigate the harm to Thames Basin Heathland Special Protection Area (SPA) of £52,596

9. Relevant Planning History

WA/2018/1879	Outline Application with all matters reserved for erection of 39 flats with underground parking following demolition of existing bungalow.	Refused 01/02/2019
CR/2014/0025	Prior Notification Application - Change of use from Class B1a (office) to Class C3 (residential) use.	Prior Approval Not Required 23/07/2014
WA/1976/1647	Demolition of existing store and extension of existing workshop, to be used as Joinery Works and extension mainly for storage with some assembly work. There will be a maximum of four employees	Full Permission 19/01/1977
WA/1976/0155	Erection of a light industrial building	Full Permission 21/04/1976
FAR191/74	Stationing of portakabin for office use	Full Permission 20/06/1974
FAR22/73	Erection of extension to provide office and wc	Full Permission 22/02/1973
FAR208/70	Erection of building for light eng. purposes	Full Permission 01/07/1970
FAR251/69	Replacement of part of existing workshop with new building	Full Permission 12/08/1969
FAR383/67	Extension to workshop	Full Permission 09/10/1967
FAR629/62	Double garage	Full Permission 06/11/1962
FAR246/62	Proposed storage building adjoining furniture workshop in Old Mission Hall	Full Permission 09/05/1962
FAR221/59	Use of premises for making hand made furniture	Full Permission 02/06/1959

10. Planning Policy Constraints

Within the Built Up Area Boundary & Developed Area of Farnham
 Ancient Woodland 500m Buffer Zone
 Wealden Heaths I SPA 5km Buffer Zone
 Thames Basin Heath 5km SPA Buffer Zone
 AQMA Buffer Zone
 Potentially contaminated land
 Gas Pipe Line
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Section 106 (relating to financial contributions towards the ongoing maintenance and enhancement of Farnham Park secured by CR/2014/0025)

11. Development Plan Policies and Guidance

The relevant development plan policies comprise:

- Waverley Borough Local Plan, Part 1, Strategic policies and sites (adopted February 2018): SP1, SP2, TD2, NE1, NE2, NE3, ICS1, AHN1, AHN3, LRC1, ALH1, ST1, CC1, CC2, CC3, CC4, HA1
- Farnham Neighbourhood Plan 2013-2032 (adopted 2020): FNP1, FNP12, FNP13, FNP15, FNP27, FNP30, FNP31, FNP32
- Waverley Borough Local Plan 2002 (retained policies February 2018): D1, D2, D4, D7, D8, D9, M5
- South East Plan (saved policy NRM6): NRM6

In accordance with the National Planning Policy Framework (NPPF) due weight has been given to the relevant policies in the above plans.

Other guidance:

- National Planning Policy Framework (2019)
- National Planning Practice Guidance (2014)
- National Design Guide (2019)
- Land Availability Assessment (2016)
- West Surrey Strategic Housing Market Assessment (2015)
- Settlement Hierarchy (Update 2012)
- Open Space, Sport and Recreation (PPG17) Study 2012
- Statement of Community Involvement (2019 Revision)
- Strategic Flood Risk Assessment (2015/2016)
- Cycling Plan SPD (April 2005)
- Council's Parking Guidelines (2013)
- Residential Extensions SPD (2010)
- Vehicular and Cycle Parking Guidance (Surrey County Council 2018)
- Waverley Local Plan Strategic Highway Assessment (Surrey County Council, 2016)
- Employment Land Review (2016)
- Council's Economic Strategy 2015-2020
- Farnham Design Statement (2010)

12. Consultations and Town/Parish Council Comments

County Highway Authority	No objection subject to conditions (Original response : objection)
Council's Environmental Health Officer (Air Quality)	No objection subject to conditions
Council's Environmental Health Officer (noise)	No objection subject to conditions
Council's Pollution Control Officer (contaminated land)	No objection subject to conditions
Farnham Town Council	<p>Objection - acknowledges the decreased number of proposed dwellings in this new application and the repositioning and reduction in height of elements of the 3 blocks. Farnham Town Council maintains its objections to the entrance being inadequate for the potential number of vehicle movements on a single lane track for 24 dwellings. The site is maybe better suited to light industry. Access on to the highway has limited visibility due to the railway bridge and is within a severely congested area, in the vicinity of 3 busy junctions on an A-road.</p> <p>Updated response 25/9/20 - maintains its objection to the entrance being inadequate for the potential number of vehicle movements on a single lane track for 24 dwellings, now with 41 parking spaces being proposed. The site is maybe better suited to its current use of light industry and should be classified as an employment site.</p>
Lead Local Flood Authority	No objection subject to conditions
Natural England	No objection subject to compliance with Thames Basin Heaths Avoidance Strategy
Network Rail	No response received
Surrey Police	No objection – general advice given
Surrey Wildlife Trust	No objection subject to conditions
Thames Water	No objection

13. Representations

In accordance with the statutory requirements and the “Reaching Out to the Community – Local Development Framework – Statement of Community Involvement – August 2019” the application was advertised in the newspaper on 01/05/2020 site notices were displayed around the site on 09/06/2020 and neighbour notification letters were sent on the 22/04/2020.

Total of 85 letters received raising objection on the following grounds:

Amended plans/additional information	<ul style="list-style-type: none"> • Amended / additional information fails to overcome the issues identified
Location and principle of development	<ul style="list-style-type: none"> • Not identified as possible development site in the Farnham Neighbourhood Plan. • Non compliance with Policy FNP1 – height, scale and density.
Housing need & supply	<ul style="list-style-type: none"> • No affordable housing provision. • Housing provision met through Farnham Neighbourhood Plan.
Visual impact, design and layout	<ul style="list-style-type: none"> • Overdevelopment of the site. • Taller than other surrounding buildings as 3 storeys. • Not in keeping with surrounding buildings. • The density of the site is completely inappropriate for the sub-urban setting. • The intensity of the layout of the site provides very little amenity space. • Appearance of the proposed buildings doesn't reflect the local architecture. • Significant impact on the visual amenity of the area both from Arthur Road and from across the valley in Farnham.
Access, traffic and transport	<ul style="list-style-type: none"> • Dangerous access road and busy junction with Firgrove Hill, in particular for school children, pedestrians and cyclists. • Insufficient parking provision. • Dangerous. • Problems with parking access from the local shops. • Pavement only on one side for pedestrians. • Standstill traffic on Arthur Road during busy times.

	<ul style="list-style-type: none"> • Visibility is significantly below minimum requirements for the multiple dwellings to access a 30mph main thoroughfare and blocked by railway bridge • Hookstile Lane only 1 vehicle wide, passing places inadequate, potential for cars backing up, no space, nor any right of way, to allow vehicles to wait off the highway • Provision for passing places for vehicles entering and exiting the site at the same time is inadequate. • The pedestrian crossing is terrible, the wait time is too long for the lights to change which often results in people crossing before it changes and in addition cars often pass through on red. • Hookstile Lane is too narrow for a shared access public path and would compromise the safety of pedestrians using the site. • No turning provision for emergency vehicles. • Refuse collection vehicles would need to reverse into the site off Firgrove Hill. • Yellow lines recently painted outside Farnham Marble suspected to not be by SCC Highways. • Problems with parking and access to shops and access to Hookstile Lane. • Questionable validity of Traffic Assessment 2018 report and projections for 2023. Locals witnessing more accidents than report covers. • Boundary access plan incorrect.
Flooding	<ul style="list-style-type: none"> • Increase in surface water run off. • Flood Authority response identifies shortcoming and inaccuracies (sited by neighbour).
Ecology & Environment	<ul style="list-style-type: none"> • Increase in noise and artificial light pollution. • Tree and Bat reports do not consider impact on neighbouring properties tree roots. • Bat scoping report not updated since the initial application. • Tree and Bat reports not updated to reflect buildings empty for last 2 years. • Increase in vehicle pollution and CO2 emissions contrary to Council's aims of increasing walking and cycling.

Loss of employment	<ul style="list-style-type: none"> • No evidence applicant has marketed the site for other commercial uses or considered alternatives. • No convincing argument for a change of use of the site from commercial to residential. • Need for light industrial units • Contrary to Farnham Neighbourhood Plan policies specifically promoting local businesses.
Impact on neighbouring dwellings	<ul style="list-style-type: none"> • Noise of piling and construction of underground parking. • Loss of amenity due to overshadowing, overlooking, loss of privacy and potentially, noise and disturbance. • Loss of natural light to neighbouring gardens and homes. • Loss of views. • Proposed new back bedrooms would create loss of privacy to neighbouring properties and children's bedrooms.
Standard of accommodation for future occupants	<ul style="list-style-type: none"> • Lack of appropriate play provision. • Failure to demonstrate acceptable standard of accommodation, light, outlook and amenity space.
Other	<ul style="list-style-type: none"> • Timing of the application during lockdown, roads and pavements being very quiet at present. • No neighbour engagement despite developer indicating otherwise. • public consultation during planning application consultation period not effective • Not addressing safety issues from last application (WA/2018/1879). • Same reasons for refusal from last application stand. • No evidence that there will be no intensification to use of the site. • Risk of subsidence to neighbouring properties. • Asbestos risk from demolition should be considered. • Plan P01200 survey doesn't reflect boundary lines correct on plans for Farnham Marble. • Close proximity to railway line and potential risk of landslide. • Damage to roof of Farnham Marble premises from

	<p>existing vehicles accessing site.</p> <ul style="list-style-type: none"> • More appropriate uses for the site include financial and professional services, offices and research and development
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Planning Considerations

14. Principle of development

Policy SP1 of the Local Plan (Part 1) 2018 states that when considering development proposals, the Council will take a positive approach that reflects the presumption in favour of sustainable development.

Policy SP2 of the Local Plan 2018 sets out the spatial strategy for the Borough up to 2032 and seeks to focus development at the four main settlements. The proposal is in the developed area of Farnham and therefore accords with the spatial strategy.

The site is located within the built up area boundary of Farnham as defined in the Farnham Neighbourhood Plan 2017.

The proposal would create new housing within a sustainable location, approximately 350m from the southern part of Farnham Town Centre to the north and 500m to Farnham Train Station to the east.

As such, Officers consider that the proposal would provide sustainable access to the facilities required for promoting healthy communities and reduce the need of future occupants to travel by private vehicle to meet their day-to-day needs. It would therefore be in a sustainable location in accordance with Policy SP2 of the Local Plan Part 1 2018.

15. Planning history and differences with previous proposal

The planning history is a material consideration.

Planning permission has been previously refused on the 01/02/2019 for an outline Application with all matters reserved for erection of 39 flats with underground parking following demolition of existing bungalow (reference WA/2018/1879).

The previous application was refused for the following reasons:

1) It has not been demonstrated that the proposed development could provide the required visibility splays, and such to demonstrate that the proposal would not result in an obstruction to the free and safe flow of traffic on Firgrove Hill. The proposed development would therefore be contrary to the objectives of Policy ST1 of the Waverley Borough Local Plan 2018 and Section 9 of the National Planning Policy Framework 2018.

2) It has not been demonstrated that the proposal could be achieved without causing a detrimental impact on the highway safety for users of the junction and for pedestrians using the shared surface area. The proposed development would therefore be contrary to the objectives of Policy ST1 of the Waverley Borough Local Plan 2018 and Section 9 of the National Planning Policy Framework 2018.

3) The Applicant has not demonstrated to the satisfaction of the Highway Authority that the free movement to and from the site by refuse vehicles, service vehicles and cars associated with the development could be achieved using the existing narrow access driveway. The proposed development would therefore be contrary to the objectives of Policy ST1 of the Waverley Borough Local Plan 2018 and Section 9 of the National Planning Policy Framework 2018.

4) By virtue of the quantum of development proposed, constrained site and lack of evidence submitted by the applicant, the Council are not satisfied that appropriate waste and recycling provision and access and egress for refuse vehicles could be achieved. The proposal would therefore be contrary to Policy TD1 of the Local Plan (Part 1) 2018 and the Council's Requirements for Refuse and Recycling Provision at New Developments guidance document.

5) It has not been demonstrated that the proposal, having regard to its close proximity to neighbouring dwellings, together with the quantum and bulk of the development, could be achieved without resulting in material adverse impacts to neighbouring occupiers by way of overbearing form, loss of privacy or loss of sun/daylight. The proposal would thereby conflict with Retained Policies D1 and D4 of the Local Plan 2002, Policy TD1 of the Local Plan (Part 1: Strategic Policies and Sites) 2018, the Farnham Design Statement, the Council's Residential Extensions SPD and Paragraph 127 of the NPPF.

6) The proposal, having regard to the indicative plans submitted and the constrained nature of the site, has failed to demonstrate that an acceptable level of standard of accommodation could be achieved for future occupants having regard to light, outlook and amenity space. The proposal would

therefore conflict with Policy TD1 of the Local Plan Part 1, Policy FNP1 of the Farnham Neighbourhood Plan, retained Policies D1 and D4 of the Local Plan 2002, the Farnham Design Statement, the Council's Residential Extension SPD and Paragraphs 117, 127 and 130 of the NPPF.

7) The proposal, having regard to indicative plans and the constrained nature of the site, has failed to demonstrate that the proposed quantum of development could be accommodated on site in an acceptable manner that would be in keeping with the character of the area.

8) The applicant has failed to enter into an appropriate legal agreement to secure appropriate planning infrastructure contributions towards education, recycling and leisure. As such, the proposal fails to limit the impacts of the development on existing infrastructure. The proposal therefore conflicts with Policy ICS1 Local Plan (Part 1) 2018, Policy FNP32 of the Farnham Neighbourhood Plan 2017 and paragraphs 92 and 94 the NPPF 2018.

9) The applicant has failed to enter into an appropriate legal agreement to secure a financial contribution towards the maintenance and enhancement of the SANG at Farnham Park. The proposal (in combination with other projects) would have a likely adverse effect on the integrity of the Thames Basin Heaths Special Protection Area (SPA) in that it is now widely recognised that increasing urbanisation of the area around the SPA has a continuing adverse effect on its interest features, namely Nightjar, Woodlark and Dartford Warbler, the three internationally rare bird species for which it is classified. Accordingly, since the planning authority is not satisfied that Regulation 64 of the Conservation of Habitats and Species Regulations 2017 (The Habitats Regulations) applies in this case, it must refuse permission in accordance with Regulation 61(5) of the Habitats Regulations and Article 6(3) of Directive 92/43/EE. The proposal conflicts with Policy NRM6 of the South East Plan, paragraph 118 of the NPPF 2012, Policies NE1 and NE3 of the Local Plan (Part 1) 2018, Policies FNP12 and FNP13 of the Farnham Neighbourhood Plan 2017 and the Thames Basin Heaths SPA Avoidance Strategy Review (2016).

10) The applicant has failed to enter into an appropriate legal agreement to secure the provision of affordable housing within the meaning of the NPPF, appropriate to meet Waverley Borough Council's housing need. The proposal would therefore fail to create a sustainable, inclusive and mixed community, contrary to Policy AHN1 of the Local Plan Part 1 (2018) and paragraph 64 of the NPPF 2018.

11) The applicant has not demonstrated that the proposed development would be capable of achieving appropriate play provision within the application site and the proposal would thereby conflict with Policies LRC1 and TD1 of the Local Plan (Part 1) 2018, Policy FNP1 of the Farnham Neighbourhood Plan 2017, retained Policies D1 and D4 of the Local Plan 2002 and Paragraphs 96, 117, 127 and 130 of the NPPF.

12) Insufficient information has been submitted to determine the impact on protected species and as such the proposal fails to minimise the impacts on biodiversity and is contrary to Paragraph 175 of the NPPF, Policy NE1 of the Local Plan (Part 1) 2018 and Policy FNP13 of the Farnham Neighbourhood Plan 2017 and the Conservation of Habitats and Species Regulations 2017.

13) It has not been demonstrated that there is no reasonable prospect of the site being used for employment uses. The proposal would therefore conflict with Policy EE2 of the Local Plan (Part 1) 2018.

The differences between the current proposal and that application are:

- Reduction in number of dwellings from 39 to 24
- Amended indicative plans in terms of size, scale, appearance and layout

The test is whether having regard to the changes, the current proposal has overcome the objections to the previously refused scheme and is acceptable in its own right.

16. Change of use of the land

The lawful use of the land is residential (Use Class C3) in the north-eastern corner, which comprises a single bungalow (the subject of CR/2014/0025), and the remainder is industrial (Use Class B2). The proposal seeks permission for the change of use of the land to entirely residential (Use Class C3).

Policy EE2 of the Local Plan (Part 1) 2018 states that the Council will permit the change of use of existing employment sites to residential and other alternative uses where it can be clearly demonstrated that there is no reasonable prospect of the site being used for employment use. Where there is an identified need for new homes, the Council will normally approve applications for a change to residential use and any associated development from employment use subject to there being no strong economic reasons why such a development would be inappropriate. In considering proposals that are

not consistent with this policy, the Council will take into account the extent to which the proposed new use will contribute to the economy.

Information to seek to justify the loss of the existing uses comprises:

- Existing uses plan shows of the 5 units on site, 2 are in use, 2 vacant, 1 demolished
- Significant investment in order of £600,000 to bring the trading estate up to the required standard
- Current occupants (A & E Hydraulics) are seeking larger more modern premises
- Local Estate agents (Bourne) has advised it is not possible to market or let out the trading estate in its current format due to its condition

The above information is not substantiated with viability information, or marketing information. Whilst the opinion from the local estate agent is noted, a copy of this advice has not been submitted and this does not carry the same weight as marketing the site to test interest. As it stands, whilst the site is in a low level of use, it does remain in use.

Given this, the loss of the existing employment uses has not been fully justified. The proposal would therefore conflict with Policy EE2 of the Waverley Borough Local Plan (Part 1) 2018. This conflict will be weighed into the overall balance.

17. Housing Land Supply

The Council published its latest Five Year Housing Land Supply Position Statement, with a base date of 1st April 2020, in October 2020. It concluded the Council had a housing land supply of 5.3 years. The recent planning appeal for Land at Lower Weybourne Lane, Farnham challenged the Council's five year housing land supply position. During the Inquiry the Council conceded that it had a 4.99 year supply of housing land. Whilst this is very slightly below 5 years, the degree of the shortfall is still a material consideration. The Council keeps its 5 Year Housing Land Supply Position Statement (5YHLSPS) under constant review and is also working on a new Five Year Housing Land Supply Position Statement with a base date of 1st April 2021.

In respect of housing delivery within Farnham, the Farnham Neighbourhood Plan makes provision for 2,780 dwellings between 2013-2032 through a mix of completions, allocations and windfalls. This plan was passed at referendum in March 2020. The application site is not allocated within this plan.

Notwithstanding the position on five year supply, Paragraph 14 of the NPPF is also of relevance. This states:

“In situations where the presumption (at paragraph 11d) applies to applications involving the provision of housing, the adverse impact of allowing development that conflicts with the neighbourhood plan is likely to significantly and demonstrably outweigh the benefits, provided all of the following apply:

- a) the neighbourhood plan became part of the development plan two years or less before the date on which the decision is made;
- b) the neighbourhood plan contains policies and allocations to meet its identified housing requirement;
- c) the local planning authority has at least a three year supply of deliverable housing sites (against its five year housing supply requirement, including the appropriate buffer as set out in paragraph 73); and
- d) the local planning authority’s housing delivery was at least 45% of that required over the previous three years.”

The updated Farnham Neighbourhood Plan has been recently passed at referendum, and contains policies and allocations to meet its identified housing requirement. In respect of criterion a), a neighbourhood plan becomes part of the development plan once a successful referendum has been carried out (as introduced by the Neighbourhood Planning Act 2017).

A court decision - (Richborough Estates v SSHCLG [2018] EWHC 33) established that the three year supply should not be a freestanding assessment separate to the five year housing supply assessment and therefore if the Council’s five year housing supply position is 3.0 years or more, then this criteria is fulfilled.

The Housing Delivery Test results confirm that criterion d) is met, with the Council’s delivery at 85% for the past three years.

Based on the above, the contribution of the site towards housing supply in the Borough is a material benefit to be weighed into the planning balance. However, in line with paragraph 14, it must be noted that should any conflicts with the Farnham Neighbourhood Plan be identified, such conflicts would likely significantly and demonstrably outweigh any benefits.

18. Affordable Housing

Policy AHN1 of the adopted Local Plan requires a minimum of 30% affordable housing on sites providing a net increase of 11 dwellings or more.

The SHMA (2015) also recommends 30% of new affordable homes to be intermediate tenures and 70% rent.

30% of a net gain of 24 homes would equate to 7.2 units; 7 homes are being offered on site, the remaining 0.2 requirement could be provided via a commuted sum. The applicant has provided an independent valuation of the Open Market Value of units on the site, along with the Gross Internal Floor Area in order to calculate the sales rate. Based on the values in the letter (which are signed off by suitably qualified professionals) officers would accept a commuted sum of £24, 284 in lieu of the remaining 0.2 affordable units. The applicant has submitted heads of terms agreeing to enter into a legal agreement to secure this contribution.

The affordable provision is proposed in the form of 4 x 1 bed flats and 3 x 2 bed flats, officers are supportive of this mix of bed sizes.

The affordable housing statement suggests homes will be rented out at 80% of the Open Market Value (OMV) for local properties, which it is assumed refers to affordable rents. "Affordable Rented Units" means the Affordable Housing Units provided to households who are eligible for affordable rented housing, and provided at a rent of no more than 80% of the local market rent (including service charges) where local market rents are calculated using the Royal Institution of Chartered Surveyors approved valuation methods and do not exceed the maximum local housing allowance (or whatever housing benefit scheme is in place at the time) and as set from time to time by the Valuation Office Agency for the area of the Borough Council and must be affordable for local households in housing need

The requirement to agree the final affordable bed size and tenure mix in writing with the Council should be set out in the S106 agreement, in consultation with the Registered Provider taking on the units.

The size of affordable homes should meet the Nationally Described Space Standards. The size of the 1 bed flats would appear to meet this but the starting size of the 2 bed flats appears to fall short of this which is not acceptable. This concern is a matter capable of being addressed at reserved matters stage.

The affordable housing proposal, subject to being secured by a completed legal agreement, would be sufficient to accord with Policy AHN1 of Part 1 of Local Plan.

19. Housing Mix

Policy AHN3 of the Local Plan 2018 Part 1 states the proposals will be required to make provision for an appropriate range of different types and sizes of housing to meet the needs of the community, reflecting the most up to date evidence in the West Surrey Strategic Housing Market Assessment (SHMA).

Policy FNP15 of the Farnham Neighbourhood Plan states that proposals for residential development on larger sites will be permitted if they incorporate an element of 1 or 2 bedroom dwellings, subject to other policies in the Plan.

The proposal is solely for 1 and 2 bedroom dwellings and as such does not comply with the requirements of the SHMA which indicates a greater range of unit sizes should be proposed. However, it is acknowledged that smaller dwellings are encouraged in Policy FNP15 of the Farnham Neighbourhood Plan, this application seeks entirely 1 and 2 bedroom flats and in this respect complies with that policy. It is also noted that the site which is in close proximity to Farnham Train station and the Town Centre and as such does lend itself to smaller units. Proposing 1 and 2 bedroom units on this constrained site allows the amount of housing that to be maximised.

On balance therefore, the proposed mix of housing is considered to be acceptable and no objection is raised.

20. Impact on visual amenity

Policy TD1 of the Local Plan 2018 (Part 1) requires development to be of high quality design and to be well related in size, scale and character to its surroundings. Retained Policies D1 and D4 of the Local Plan 2002 are attributed substantial and full weight respectively due to their level of consistency with the NPPF 2019.

Policy FNP1 of the Farnham Neighbourhood Plan states that development will be permitted where it is designed to a high quality which responds to the heritage and distinctive character of the individual area of Farnham in which it is located. Guidance of the Farnham Design Statement should be followed.

The Farnham Design Statement 2010, with special reference to Firgrove, states that new development should reflect the distinctiveness of individual roads.

The site itself is regarded as Previously Developed Land, covered by hard standing, and comprising a small number of dilapidated industrial units. The site is at odds with the prevailing character of the area due to its industrial use situated within an otherwise residential area. Due to the small scale and single storey height of the existing industrial buildings, together with the set down of the site relative to surrounding residential development, there is a very limited visual impact beyond the site boundary.

The application is submitted with all matters reserved, and the plans submitted are indicative only. Nonetheless, these provide an indication of the possible layout, scale and appearance of the scheme.

The relative height difference of the site ground levels compared to neighbouring properties (in particular Arthur Road) provides an opportunity to accommodate 2.5 – 3 storeys of built form without resulting in an over dominant impact on neighbouring street scenes. The plans demonstrate that excavating the site further, adds to this capacity, in the plans submitted this shows the potential for incorporating undercroft car parking. There would be a significant extent of engineering operations required to achieve this, but this is a matter for which further detail would be considered as part of a reserved matters application.

The plans also demonstrate that it is possible to accommodate the proposed units within several blocks of accommodation, which still allow visual relief at the upper floor levels. Retaining visual gaps at the higher storey levels would enable some vantage points through to the tree line backdrop to the site.

Permeability of the site is limited, due to the single access in and out of the site. The site is otherwise landlocked, with residential properties and a railway line bordering the site. This creates a cul-de-sac form of development which goes against good design principles. Nonetheless, for a development of 24 dwellings, and given the existing characteristics of the site, this does not amount to significant harm in design terms. Officers would expect to see any reserved matters application seek to maximise permeability through and around the site.

The indicative elevations and floor plans, demonstrate an opportunity and potential to achieve development which reflects the industrial character and

history of the site. This could be achieved through the roof scape of the development and the use of materials.

In order to accommodate 24 units on the site in a visually acceptable manner, the site requires a different architectural approach to the more traditional lower density that surrounds it. A more contemporary design, which portrays an industrial character to any larger buildings, could be an acceptable means to achieve this.

It is considered that the indicative plans are sufficient to demonstrate that the proposed development of 24 dwellings could be accommodated on site in a manner which is acceptable in terms of visual design. There are clear opportunities for a development which responds to the history and character of the site, and which complies with the National Design Guide, the NPPF and the Farnham Design Statement.

21. Impact on residential amenity

Policy TD1 of the Local Plan 2018 (Part1) seeks to ensure that new development is designed to create safe and attractive environments that meet the needs of users and incorporate the principles of sustainable development. Retained policies D1 and D4 of the Local Plan 2002 are given substantial and full weight respectively due to their consistency with the NPPF 2019.

The indicative plans suggest that proposed buildings would run along the length of the application site, broken up into 3 building blocks. The site is surrounded on two sides by neighbouring properties. Arthur Road runs along the southern side of the site, on higher ground level. The majority of dwellings along Arthur Road front onto the road, with private gardens to the rear. There are notable exceptions to this, numbers 2a and 6 are located to the back of other dwellings on the road and lie adjacent to the boundary with the application site. The gardens to these properties are more constrained than others on the road owing to their back land location. Along Arthur Road there is also a block of flats, Lamports Court. The flats, and the majority of dwellings are well set back from the site boundary by between 21-26m on the indicative plans. This is considered to be an acceptable distance to avoid adverse material impacts having regard to the form of the development proposed. It would be possible to avoid any habitable room windows on the southern elevation such to avoid direct overlooking of the adjacent rear gardens.

To the west of the site, numbers 28 – 30 Arthur Close back onto the development site. There is a small landscape buffer area at that end of the site. The gardens of these properties are of a relatively modest depth, and as

such only provide minimal separation to the site boundary. The building position is such that it is in closest proximity of number 30 of these dwellings. There is no significant change in levels between these properties and the application site.

These properties only have very limited screening/protection from the existing industrial activities on the site. There are noise and privacy issues attached to this, particularly in terms of opportunities to enjoy the rear amenity spaces for these properties. A change of use of the site would in principle be more compatible with these residential uses.

The plans indicate that it would be possible to achieve an 18m separation between the nearest 2 storey accommodation and the rear elevation of neighbouring properties. This distance would be sufficient to protect against likely adverse impacts by way of overbearing form, or a material loss of privacy.

In the case of numbers 2a and 6 Arthur Road, both sites sit in an elevated position relative to the application site (in particular no 2a). In addition, both are sited such that the elevations providing the main outlook for the dwellings, do not face the application site. These factors both mitigate potential adverse impacts of any neighbouring development, and there is an opportunity for development of 1 – 2 storeys to be constructed without this being perceived or impacting upon these neighbouring dwellings.

The indicative plans demonstrate it is possible to achieve 2.5-3 storey development within the site without exceeding the height of neighbouring dwellings. Subject to careful positioning/siting, blocks of this height could be constructed without causing overbearing impacts, loss of light, or a loss of privacy subject to habitable windows being sited to avoid direct overlooking.

However, the indicative plans indicate that the proposed quantum of development would require buildings at 3 storeys in height, in close proximity to the boundary for a significant portion of the length of the site. In the case of the indicative plans, 3 storey development sits adjacent to the rear garden of number 6. Whilst the build line could be positioned to taper away (as shown on the indicative plans) this would still only provide for a 8m – 8.5m separation. An 18m separation is not considered necessary because there would not be primary elevations directly facing each other. On balance, whilst the depth and distance are still quite close to this properties' garden, officers are satisfied this demonstrates an acceptable relationship could be achieved at reserved matters stage.

In relation to 2a, the indicative plans show that the bulk of the proposed building could be positioned due north of the dwelling for no 2a. This would minimise any material adverse impacts by way of overbearing form, or loss of light.

In summary, the submitted plans indicate that 24 dwellings could be accommodated on site in a manner which avoids significant material adverse harm to neighbouring dwellings. Where possible adverse impacts have been identified above, there is a reasonable prospect of these being addressed through a reserved matters application.

22. Highway safety

Policy ST1 of the Local Plan (Part 1) 2018 states that development schemes should be located where it is accessible by forms of travel other than by private car; should make necessary contributions to the improvement of existing and provision of new transport schemes and include measures to encourage non-car use. Development proposals should be consistent with the Surrey Local Transport Plan and objectives and actions within the Air Quality Action Plan. Provision for car parking should be incorporated into proposals and new and improved means of public access should be encouraged.

This is an outline proposal only with all matters reserved, including access. Therefore the application has been assessed in terms of whether the principle of safe access to the site can be achieved and whether the location meets the criteria for sustainable development as required by section 9 of the National Planning Policy Framework.

The County Highway Authority has assessed the technical information submitted and has advised that the proposed development is acceptable in principle. Further details would be required to be submitted as part of a reserved matters application, and this is reflected in the recommended conditions.

The third party representations submitted in response to this application include a technical report on highway safety matters produced by THaT consultancy (transport planners and engineers) for the Farnham Firgrove Residents Association. The report finds that the proposed development would be unacceptable in highway safety terms, for the following reasons (summarised):

- An undesirable significant intensification of use of Hookstile Lane junction which is substandard (including in the number of pedestrians and cyclists)

- Proposed single width shared surface access would be dangerous
- Hookstile Lane does not fall within ownership of applicant, neither does the car parking spaces to the front of Farnham Marble, affects ability to implement access road improvements

The County Highway Authority analysis against each of these points (and other relevant considerations) is set out in detail below.

- Intensification of use of existing access

Trip data analyses have been carried out which provide a comparison of the AM and PM peak and 12-hour daily trip generation of the proposed use with the historic B1 light industrial use of the site. The data provided show the proposed residential use would lead to a very small increase in vehicle movements during the AM and PM peaks (up from 4 to 8 trips and from 4 to 10 trips per hour respectively). There would also be a small increase in total daily vehicle movements (up from 58 to 88 trips). Most of these would be trips made by car, with a reduction in trips by HGVs compared with the existing lawful use of the site. Whilst the report by THaT consultancy considers this proposed increase in vehicle movements to be significant, the County Highway Authority advises that in the context of this site with its current and historic light industrial usage an additional 30 vehicle movements on Hookstile Lane over a 12-hour period would not amount to a significant intensification of use.

- Proposed visibility splays

Although the access onto Firgrove Hill is substandard with no kerb radii, it has been demonstrated that 2.4 x 43m visibility splays can be achieved to the nearside edge of carriageway in the leading direction and to the centre of the carriageway in the trailing direction. Visibility in the trailing direction is partially obstructed by the railway bridge parapet. Taking this into account the visibility splay in the trailing direction has therefore been drawn to the centre of the carriageway, rather than to the nearside edge, which is considered acceptable given that this is an historic established access with no recorded accident history. This would be in accordance with Manual for Streets guidance for a road with a 30mph posted speed limit.

Visibility in the trailing direction (towards the railway bridge) should be maximised by the trimming back of vegetation along the site boundary to ensure there is no obstruction to visibility above 0.6m high. A small increase in vehicle trips could therefore be accommodated without there being an unacceptable highway safety impact. Furthermore, compared to the existing lawful use, there would be a reduction in the number of light and heavy goods vehicles using the access drive and pulling out at the junction. This would

provide a safer environment for pedestrians and cyclists on Firgrove Hill. The County Highway Authority considers this to be a significant factor in assessing the highways impacts of the proposed development.

A priority give-way system, with priority given to vehicles entering from Firgrove Hill, could be used to ensure that there would be no conflict arising from vehicles meeting on the access drive. These improvements, along with re-surfacing, could enable safe access to be provided for all road users and is therefore considered a betterment in road safety and sustainable travel terms.

- Proposed shared surface access

It is proposed that the access road will operate as a shared surface. This accords with the Surrey Design Guide from which it is acceptable for a shared surface access to serve a development of up to 50 dwellings where traffic speeds are less than 20mph. The County Highway Authority considers traffic speeds on the access road would be very low and less than 20mph. Concerns have been raised as to the width of the access road and the safety of pedestrians, including users with mobility impairments. In principle as a shared access the whole width of the access road would be available to pedestrians. However, to increase pedestrian visibility to drivers and perceptions of safety, and therefore encouragement to walk, a virtual footway has been proposed. This would provide an indicative area of pedestrian priority. At the above site visit the CHA checked the width of the access road to ensure it is wide enough to allow vehicles to safely pass pedestrians. It was ascertained that with some trimming back of vegetation a width of 4m could be provided. However, 4m is not available for the entire length of the access road. A topographical survey has been submitted from which the CHA has taken measurements at five different places along the access road. This shows that it varies in width between 3.6 to 4.1m.

Allowing a standard 2.4m width for cars the County Highway Authority is satisfied that throughout the length of the access road the minimum recommended width for a footway of 1.2m would be available, allowing cars to safely pass pedestrians. Allowing the minimum 2.75m carriageway width for refuse vehicles and fire tenders the available footway widths remaining for pedestrians would range from 0.85m to 1.35m. 1.2m would therefore not be available throughout the length of the access road. However, the CHA is satisfied that there would be sufficient places with the required width to allow safe refuge for pedestrians to wait should these larger vehicles be using the access road at the same time.

The width of the access road does not allow for a formal footway to be provided. However, a formal 1.5 or 2metre wide footway would only be a

requirement on busier routes with higher volumes of traffic, greater footfall and higher vehicle speeds. The County Highway Authority has advised that, based on the Transport Assessment it is satisfied that the site would only be subject to a light level of traffic and that vehicle speeds would be low. The proposed solution of a shared access drive with a virtual footway is deemed acceptable in this location.

- Refuse/emergency vehicle access

The County Highway Authority is satisfied from the information provided including swept path analysis that the access road provides the minimum required width of 2.75m to allow refuse vehicles and a fire tender to access the site and to be able to turn within the site so as to be able to access and egress in forward gear.

- Sustainability of location

Given its proximity to Farnham town centre and to public transport facilities, the site is considered to a suitable location for residential development which provides an opportunity to maximise trips by sustainable modes of travel.

- Car parking provision

The proposed plans show provision of 39 car parking spaces to serve the 24 flats. The Council's Parking Guidelines indicate a requirement of 2 spaces for each of the 15 2-bed flats, (total 30 spaces) and 1 space for each of the 9 1-bed flats. This generates a total requirement of 39 car parking spaces, which the plans demonstrate could be provided on site.

- Ownership implications

An error in the completion of the ownership certificate (part of the application form) was corrected following receipt of the finding of the THaT consultancy report. The improvements to the access road shown/proposed all fall either within the application site boundary or within land owned by the County Highway Authority. The access improvements do not rely upon any alterations/use of the car parking spaces/land immediately to the front of Farnham Marble. This land falls outside of the application site area and is not relied upon for any improvements. In light of this it would be possible to impose conditions to secure the proposed access road improvements. Any other rights of access are a private matter.

The proposed development, subject to conditions, would therefore accord with Policy ST1 of Part 1 of the Waverley Borough Local Plan 2018 and Section 9 of the National Planning Policy Framework 2019.

23. Standard of accommodation

Policy TD1 of the Local Plan (Part 1) 2018 seeks to maximise the opportunity to improve the quality of life, health and well-being of current and future residents through the provision of appropriate private, communal and public amenity space, appropriate internal space standards for new dwellings, on site play space provision, appropriate facilities for the storage of waste and private clothes drying facilities.

Amenity space is shown in the form of inset balconies/external terraces on the indicative plans. The amenity space would in the most part face towards the railway line. In the case of block A, the outdoor amenity space would front onto the shared access road, as such, privacy would be limited. As the plans are indicative, it is reasonable to anticipate some potential to improve this at reserved matters stage. The size of the balconies are small, however in the absence of any minimum size stipulated in policy or relevant guidance, no specific objection is raised to the indicative details.

The orientation and siting of the buildings as indicatively shown would provide for adequate light, outlook and privacy.

The Government Technical Housing standards – nationally described space standards (2015) requires dwellings to meet certain internal space standards in order to ensure that an appropriate internal standard of accommodation has been provided for future occupiers. Until the Council has a Local Plan Policy in respect of these standards, they should only be given limited weight and used as guidance to inform the decision on this proposal.

Some of the flat sizes would fail to meet the space standards. In particular, some of the 2 bedroom flats would measure just 53sqm. This falls well short of the recommended 61sqm for a 3-person 2-bedroom flat, and 70sqm for a 4-person 2-bedroom flat.

Notwithstanding the foregoing, the plans submitted are indicative. As such there is some potential to alter flat sizes at reserved matters stage. As the proposed standard of accommodation appears acceptable in other aspects, and there is no local plan policy to require adherence to the policy, a reason for refusal on this basis could not be justified.

It is considered that, on the basis of the indicative plans, an acceptable standard of accommodation could be achieved for future occupants.

24. Provision of play and amenity space

Policy TD1 Local Plan 2018 (Part 1) refers to maximising opportunities to improve the quality of life and health and well being of current and future residents. Such opportunities include, inter alia, the provision of private, communal and public amenity space and on site play space provision (for all ages).

Policy LRC1 of the Local Plan 2018 (Part 1) sets out that the provision of new open space, sports, leisure and recreation facilities and the promotion of outdoor recreation and access to the countryside will be encouraged. Proposals for new residential development will be expected to make provision for play space having regard to Fields in Trust (FIT) standards.

Policy FNP27 of the Farnham Neighbourhood Plan sets out that residential development proposals will be expected to provide for new accessible public open space either through on site provision or a financial contribution to off site provision. Amenity greenspace and children's' and young people's equipped space should be provided on site.

The Council uses the standard recommended by Fields in Trust (FIT) 'Guidance for Outdoor Sport and Play: Beyond the Six Acre Standard' (2016) for assessing the provision of outdoor playing space.

For a development of 10 – 200 dwellings, the Fields in Trust guidance referred to above sets out that a Local Area for Play (LAP), Locally Equipped Area for Play (LEAP) and a contribution towards a Multi-Use Games Area (MUGA) should be provided.

A LAP comprises a play area equipped mainly for children aged between 4-6 years old. LAPs should be located within 100m from every home. The main activity area should be a minimum of 100sqm with a 5m minimum separation between the activity zone and the boundary of the dwellings.

A LEAP comprises a play area equipped mainly for children age between 4-8 years old. LEAPs should be located within 400m from every dwelling. The main activity area should be a minimum of 400sqm with a 20m minimum separation between the activity zone and the boundary of the dwellings.

A plan has been submitted demonstrating the scheme could accommodate the provision of an on site Local Area of Play measuring 100sqm within the south-west corner of the site. Further details would be required in respect of the LAP at reserved matters stage. The overall layout is not a matter for consideration as part of this application, however, this does demonstrate the ability to achieve a play area on site.

A Local Equipped Area of Play has not been shown on the plans however. The applicant has referred to other play areas in the area to seek to justify the lack of on site provision in this respect. Gostrey meadow play area provides an enclosed children's play area and public toilets is located within the town centre, and is a 358m walk from the site. To the south of the site, Mardens Recreation Ground provides an equipped children's play area. This is located 388m from the site entrance. Both of these play areas fall within the walking distance guideline for Local Equipped Areas for Play (LEAPs) as contained within Policy LRC1. As such, these off site play areas could justify the absence of on site provision of a LEAP.

In respect of play space provision, the proposal would accord with Policies TD1 and LRC1 of the Local Plan Part 1 2018 and Policy FNP27 of the Farnham Neighbourhood Plan 2020.

25. Effect on the SPAs

Policy NE1 of the Local Plan (Part 1) 2018 states that the Council will seek to conserve and enhance biodiversity within Waverley. Development should retain, protect and enhance features of biodiversity and geological interest and ensure appropriate management of those features. Adverse impacts should be avoided or, if unavoidable, appropriately mitigated.

Policy NE3 of the Local Plan (Part 1) 2018 states that new residential development which is likely to have a significant adverse effect on the ecological integrity of Thames Basin Heaths Special Protection Area (SPA) will be required to demonstrate that adequate measures are put in place to avoid or mitigate any potential adverse effects. Such measures must be agreed with Natural England. New residential development which the Council considers that either alone or in combination is likely to have a significant adverse effect on the SPA beyond 400m and within 5 km of the SPA boundary (in a straight line) must provide:

- Appropriate contributions towards the provision of Suitable Alternative Natural Greenspace (SANG) identified by the Council;

Or

- A bespoke solution to provide adequate mitigation measures to avoid any potential adverse effects; and
- A financial contribution towards wider Strategic Access Management and Monitoring (SAMM)

The three tests as set out in Regulation 122(2) require S106 agreements to be:

- (a) necessary to make the development acceptable in planning terms;
- (b) directly related to the development; and
- (c) fairly and reasonably related in scale and kind to the development.

The site is located within the 5km of the Thames Basin Heathland Special Protection Area (SPA). The proposal would result in an increase in people (permanently) on the site.

In order for the development to be acceptable in planning terms, to comply with the Conservation of Habitats and Species Regulations 2017 and to avoid a likely significant effect upon the Thames Basin Heaths SPA a S106 agreement is required as part of any subsequent planning approval to secure a financial contribution of £52,596 (£40,491 towards a SANG and £12,105 towards SAMM), in line with the Waverley Borough Council Thames Basin Heaths Special Protection Area (TBH SPA) Avoidance Strategy (July 2016). This figure is based on the proposal being 9 x 1-bed dwellings and 15 x 2-bed dwellings.

The pooling of contributions towards SANG, which is for the ongoing maintenance and enhancement of the SANG at Farnham Park, rather than the provision of new SANG, is not considered to be infrastructure and does not therefore need to comply with CIL Regulation 123.

An Appropriate Assessment has been undertaken for the site. The Appropriate Assessment, which has been approved by Natural England, concludes that with appropriate mitigation, in this instance a financial contribution towards the SANG at Farnham Park, the proposal would not affect the integrity of the SPA.

Subject to the completion of an appropriate legal agreement, the effect upon the SPA would be mitigated in accordance with Policies NE1 and NE3 of the Local Plan 2018 (Part 1), Policy FNP12 of the Farnham Neighbourhood Plan 2017 and the adopted Avoidance Strategy.

26. Biodiversity

Policy NE1 of the Local Plan (Part 1) 2018 states that the Council will seek to conserve and enhance biodiversity. Development will be permitted provided it retains, protects and enhances biodiversity and ensures any negative impacts are avoided or, if unavoidable, mitigated.

Further, Circular 06/2005 states 'It is essential that the presence or otherwise of protected species and the extent that they may be affected by the proposed development, is established before planning permission is granted.'

The 2018 and 2020 preliminary roost assessments categorise the bungalow as offering moderate potential for roosting bats and workshops 3 and 4 as having low potential for roosting bats. Workshops 1 and 2 are considered to offer negligible bat roost potential. Subsequent emergence surveys were undertaken for the buildings with bat roost potential.

During surveys no bats were recorded emerging from / re-entering the bungalow or workshops 3 and 4. Therefore roosting bats do not appear to present a constraint to the proposed removal of these buildings. However, bats are highly mobile and move roost sites frequently. Therefore unidentified bat roosts may still present. As such, a precautionary approach to works would be secured by condition.

There are a number of trees located along the site boundaries, including semi-mature and mature trees. These are shown to be retained, though from the tree survey report it is understood that some trees may undergo works or be removed under the proposals. Furthermore, there is a potential for this detail to change at reserved matters stage. As such, Surrey Wildlife Trust recommend a bat roost assessment be undertaken prior to any felling or works to trees on site. This may necessitate further bat surveys/mitigation.

There is suitable habitat for reptiles adjacent to the site, within the railway embankment. Records held by the Surrey Amphibian and Reptile Group (SARG) indicate a probable presence of grass snake and slow worm in the local area. The Preliminary Ecological Appraisal and Bat Scoping Report notes that the site itself offers a limited amount of suitable habitat. However, given that there is suitable habitat in close proximity there is a chance that reptiles and amphibians may be present on site. A precautionary approach to works is therefore required.

There is suitable habitat for badgers in close proximity to the site and badgers may commute through the site. There was also evidence of a track across the western edge of the steep bank. As per the Preliminary Ecological Appraisal and Bat Scoping Report it is therefore important that badgers can continue to

move through the site post-development. There was no other evidence of badgers on site during the 2018 survey. However, badgers are highly mobile and excavate new setts regularly. A further survey of the site immediately prior to the start of development works, to check for any new signs of badger sett construction on or in close proximity to the site would therefore be required and secured by condition.

In light of the above, the impact on biodiversity is considered acceptable such to comply with Policy NE1 of the Local Plan (Part 1) 2018, FNP13 of the Farnham Neighbourhood Plan 2020 and the NPPF 2019.

27. Air quality

Paragraph 170 of the NPPF 2018 states that planning policies and decisions should contribute to and enhance the natural and local environment by preventing new and existing development from contributing to, being put at unacceptable risk from, or being adversely affected by, unacceptable levels of soil, air, water or noise pollution or land instability. Development should, wherever possible, help to improve local environmental conditions such as air and water quality, taking into account relevant information such as river basin management plans.

Retained Policy D1 of the Waverley Borough Local Plan 2002 states that the Council will have regard to the environmental implications of development and will promote and encourage enhancement of the environment. Development will not be permitted where it would result in material detriment to the environment by virtue of noise and disturbance or potential pollution of air, land or water, including that arising from light pollution.

The site is located in the AQMA buffer zone. Air pollution mitigation measures could be secured via condition should permission be granted. These include the submission and agreement of a Construction Environmental Management Plan, no burning of materials on site and the provision of electric vehicle charging points. Subject to the imposition of these conditions, it is concluded that the impact on air quality would be acceptable. The proposal would therefore accord with retained Policy D1 of the Local Plan 2002 and the NPPF.

28. Flooding and drainage

The site is located entirely within Flood Zone 1. It is, therefore, not necessary to consider the sequential or exception tests in this instance. However, the

application relates to a major development, therefore, a site specific Flood Risk Assessment (FRA) is required.

The LLFA is satisfied that the proposed drainage scheme meets the requirements set out in the NPPF, its accompanying PPG and Technical standards, subject to suitably worded conditions to ensure that the SuDS Scheme is properly implemented and maintained throughout the lifetime of the development.

Having regard to the above, it is considered that the proposals would not lead to increased flood risk, either on site or elsewhere, and would accord with Policy CC4 of the Local Plan (Part 1) 2018, Policy FNP31 of the Farnham Neighbourhood Plan and the NPPF 2019 in this respect.

29. Accessibility

Policy AHN3 of the Local Plan (Part 1) 2018 states that the Council will require the provision of new developments to meet Building Regulations M4 (2) Category 2 standard: "Accessible and adaptable dwellings" to meet the needs of older people and those with disabilities.

The supporting text to the policy states that this will be delivered through the implementation of planning permissions. As such, this will be picked up by the building control process when planning permission is implemented.

30. Sustainability

Policy CC2 seeks to ensure all new development includes measures to minimise energy and water use. The Policy goes on to say that new dwellings shall meet the requirement of 110 litres of water per person per day. This could be secured by condition if planning permission were to be granted. Furthermore, a condition to secure high speed broadband to all dwellings is also recommended.

31. Conclusion

This is an outline application with all matters reserved and as such it is the principle of development being considered only. It is concluded that the principle of residential development of the site is acceptable and that the quantum of development can be achieved without harm to character, or highway safety. It also avoids any significant harm to neighbouring amenities. The proposal would however result in some harm due to the loss of employment land.

Whilst the proposal would not be entirely in accordance with the Development Plan, the adverse impact of the loss of employment land, is not of such significance, as to significantly and demonstrably outweigh the benefits of the proposal which include providing both market and affordable housing on previously developed land on a sustainable location within the Built Up Area Boundary.

As such, it is recommended that outline planning permission is granted.

Recommendation A

That, subject to the completion of an appropriate legal agreement by the 27/10/2021 to secure the provision of on site affordable housing, an off site affordable housing contribution and financial contributions towards the ongoing maintenance and enhancement of Farnham Park; and subject to conditions, that outline planning permission be GRANTED:

1. Condition

Approval of the details of the appearance, landscaping, layout and scale (hereinafter called "the reserved matters") shall be obtained from the Local Planning Authority in writing before development is commenced and shall be carried out as approved.

Reason

To comply with Section 92 of the Town and Country Planning Act 1990 (as amended).

2. Condition

Application for approval of reserved matters shall be made to the Local Planning Authority before the expiration of three years from the date of this permission. The development to which this permission relates must be begun not later than the expiration of two years from the final approval of reserved matters or, in the case of approval on different dates, the final approval of the last such matter to be approved.

Reason

To comply with Section 92 of the Town and Country Planning Act 1990 (as amended).

3. Condition

The drawing numbers relevant to this permission relates are: Site Layout Masterplan 190416/SK-03 Rev A, unnumbered OS location plan (1:1500 on Page 34 of 45

A3), Site Survey 04BD001A (1:500), Tree constraints plan (x 2) 8222/01 1/2 and 2/2 both Rev A (1:500 @ A1), 6013-703 Vertical Plane visibility (1:500), 6013-704 Fire Tender Access Tracking (1:1250 @ A3), 6013-700A Access Section (1:250 @A2), 6013-701A Access Tracking (1:250 @ A3) and 6013-702B Access GA (1:250 @ A2). The development shall be carried out in accordance with the approved plans. No material variation from these plans shall take place unless otherwise first agreed in writing with the Local Planning Authority.

Reason

In order that the development hereby permitted shall be fully implemented in complete accordance with the approved plans and to accord with Policy TD1 of the Local Plan 2018 (Part 1) and retained Policies D1 and D4 of the Local Plan 2002.

4. Condition

Prior to first occupation of the proposed development, the existing vehicular access onto Firgrove Hill shall be provided with 2.4 x 43m visibility splays in accordance with a scheme to be submitted to and approved in writing by the Local Planning Authority and thereafter the visibility splays shall be permanently provided with no obstruction above 0.6m high.

Reason

In order that the development should not prejudice highway safety nor cause inconvenience to other highway user, in accordance with Policy ST1 of Local Plan 2018 (Part 1).

5. Condition

Prior to first occupation of the proposed development an access road improvement scheme, including a priority give way system and resurfacing, shall be constructed in accordance with a scheme to be submitted to and approved in writing by the Local Planning Authority.

Reason

In order that the development should not prejudice highway safety nor cause inconvenience to other highway user, in accordance with Policy ST1 of Local Plan 2018 (Part 1).

6. Condition

Prior to first occupation of the proposed development a scheme to improve pedestrian access to the site, to include a demarcated area for pedestrians running from the entrance to the proposed dwellings as far as the boundary

with the public highway, shall be constructed in accordance with a scheme to be submitted to and approved in writing by the Local Planning Authority.

Reason

In order that the development should not prejudice highway safety nor cause inconvenience to other highway user, in accordance with Policy ST1 of Local Plan 2018 (Part 1).

7. Condition

The development hereby approved shall not be first occupied unless and until space has been laid out within the site in accordance with a scheme to be submitted to and approved in writing by the Local Planning Authority for vehicles to be parked and to turn so that they may enter and leave the site in forward gear. Thereafter the parking and turning areas shall be retained and maintained for their designated purpose.

Reason

In order that the development should not prejudice highway safety nor cause inconvenience to other highway user, in accordance with Policy ST1 of Local Plan 2018 (Part 1).

8. Condition

The development hereby approved shall not be occupied unless and until each of the proposed dwellings are provided with 1 fast charge socket (current minimum requirements - 7 kw Mode 3 with Type 2 connector - 230v AC 32 Amp single phase dedicated supply) in accordance with a scheme to be submitted to and approved in writing by the Local Planning Authority and thereafter retained and maintained to the satisfaction of the Local Planning Authority.

Reason

In order that the development should not prejudice highway safety nor cause inconvenience to other highway user, in accordance with Policy ST1 of Local Plan 2018 (Part 1).

9. Condition

The development hereby approved shall not be first occupied unless and until each of the proposed dwellings have been provided with a minimum 1 secure cycle parking space in an enclosed facility in accordance with a scheme to be submitted to and approved in writing by the Local Planning Authority.

Reason

In order that the development should not prejudice highway safety nor cause inconvenience to other highway user, in accordance with Policy ST1 of Local Plan 2018 (Part 1).

10. Condition

Prior to the occupation of the development a Travel Plan shall be submitted for the written approval of the Local Planning Authority in accordance with the sustainable development aims and objectives of the National Planning Policy Framework, Surrey County Council's "Travel Plans Good Practice Guide", and in general accordance with the 'Heads of Travel Plan' document. And then the approved Travel Plan shall be implemented prior to first occupation of the development and for each and every subsequent occupation of the development, be there-after maintained and developed to the satisfaction of the Local Planning Authority.

Reason

In order that the development should not prejudice highway safety nor cause inconvenience to other highway user, in accordance with Policy ST1 of Local Plan 2018 (Part 1).

11. Condition

Prior to the first occupation of the development a Sustainable Travel Information Pack shall be submitted for the written approval of the Local Planning Authority in accordance with the sustainable development aims and objectives of the National Planning Policy Framework and Surrey County Council's Travel Plans Good Practice Guide for Developers. The approved Sustainable Travel Information Pack shall be issued to the first-time occupier of each dwelling, prior to first occupation. The pack should include:

- Details of local public transport services and location of rail stations and local bus stops
- Details of local car club and lift sharing schemes
- Maps showing local walking and cycling routes and isochrone maps showing accessibility to public transport, schools and local community facilities
- Information to promote the take-up of sustainable travel

Reason

In order that the development should not prejudice highway safety nor cause inconvenience to other highway user, in accordance with Policy ST1 of Local Plan 2018 (Part 1).

12. Condition

No development shall commence until a Construction Transport Management Plan, to include details of:

- (a) parking for vehicles of site personnel, operatives and visitors
- (b) loading and unloading of plant and materials
- (c) storage of plant and materials
- (d) programme of works (including measures for traffic management)
- (e) HGV deliveries and hours of operation
- (f) measures to prevent the deposit of materials on the highway
- (g) no HGV movements to or from the site shall take place between the hours of 08.00 and 09.00 am
- (h) on-site turning for construction vehicles

has been submitted to and approved in writing by the Local Planning Authority. Only the approved details shall be implemented during the construction of the development.

Reason

In order that the development should not prejudice highway safety nor cause inconvenience to other highway user, in accordance with Policy ST1 of Local Plan 2018 (Part 1).

13. Condition

The development hereby permitted shall not commence until details of the design of a surface water drainage scheme have been submitted to and approved in writing by the planning authority. The design must satisfy the SuDS Hierarchy and be compliant with the national Non-Statutory Technical Standards for SuDS, NPPF and Ministerial Statement on SuDS. The required drainage details shall include:

- a) The results of infiltration testing completed in accordance with BRE Digest: 365 and confirmation of groundwater levels.
- b) Evidence that the proposed final solution will effectively manage the 1 in 30 & 1 in 100 (+40% allowance for climate change) storm events, during all stages of the development. If infiltration is deemed unfeasible, associated discharge rates and storage volumes shall be provided using a maximum discharge rate of **1.3 l/s**.
- c) Detailed drainage design drawings and calculations to include: a finalised drainage layout detailing the location of drainage elements, pipe diameters, levels, and long and cross sections of each element including details of any flow restrictions and maintenance/risk reducing features (silt traps, inspection chambers etc.).
- d) A plan showing exceedance flows (i.e. during rainfall greater than design events or during blockage) and how property on and off site will be protected.

- e) Details of drainage management responsibilities and maintenance regimes for the drainage system.
- f) Details of how the drainage system will be protected during construction and how runoff (including any pollutants) from the development site will be managed before the drainage system is operational.

Reason

To ensure the design meets the national Non-Statutory Technical Standards for SuDS and the final drainage design does not increase flood risk on or off site such to accord with Policy CC4 of Local Plan (Part 1) 2018.

14. Condition

Prior to the first occupation of the development, a verification report carried out by a qualified drainage engineer must be submitted to and approved by the Local Planning Authority. This must demonstrate that the drainage system has been constructed as per the agreed scheme (or detail any minor variations), provide the details of any management company and state the national grid reference of any key drainage elements (surface water attenuation devices/areas, flow restriction devices and outfalls).

Reason

To ensure the design meets the national Non-Statutory Technical Standards for SuDS and the final drainage design does not increase flood risk on or off site such to accord with Policy CC4 of Local Plan (Part 1) 2018.

15. Condition

Details of measures to control the emission of dust and dirt during demolition and construction shall be submitted to and approved in writing by the Local Planning Authority prior to the commencement of development. The development shall only be carried out in accordance with the approved details.

Reason

In order to protect air quality in accordance with retained Policy D1 of the Local Plan 2002.

16. Condition

The burning of any materials on site during the demolition and construction phases shall be prohibited to protect the air quality for the existing receptors and the nearby AQMA.

Reason

In order to protect air quality in accordance with retained Policy D1 of the Local Plan 2002.

17. Condition

Any reserved matters application relating to scale, layout or appearance shall be accompanied by a scheme to demonstrate that the internal noise levels within the residential units will conform to the “indoor ambient noise levels for dwellings” guideline values specified within BS 8233: 2014, Guidance on Sound Insulation and Noise Reduction for Buildings. The work specified in the approved scheme shall then be carried out in accordance with the approved details prior to the first occupation of any residential dwelling and be retained thereafter

Reason

To ensure a good standard of accommodation is provided for future occupants such to accord with Policy TD1 of the Local Plan 2018 (Part 1) and retained Policies D1 and D4 of the Local Plan 2002.

18. Condition

Any reserved matters application relating to scale, layout or appearance shall be accompanied by a scheme to demonstrate that the external noise levels within external amenity areas, including balconies, will conform to the “design criteria for external noise” upper guideline value of 55 dB LAeq,T, as specified within BS 8233: 2014, Guidance on Sound Insulation and Noise Reduction for Buildings. The work specified in the approved scheme shall then be carried out in accordance with the approved details prior to occupation of the premises and be retained thereafter

Reason

To ensure a good standard of accommodation is provided for future occupants such to accord with Policy TD1 of the Local Plan 2018 (Part 1) and retained Policies D1 and D4 of the Local Plan 2002.

19. Condition

No development shall take place, including any works of demolition, until a Construction Environmental Management Plan has been submitted to, and approved in writing by, the Local Planning Authority. The approved Plan shall be adhered to throughout the construction period. The Plan shall provide for:

- a. An indicative programme for carrying out of the works
- b. The arrangements for public consultation and liaison during the construction works
- c. Measures to minimise the noise (including vibration) generated by the construction process to include hours of work, proposed method of piling for

foundations, the careful selection of plant and machinery and use of noise mitigation barrier(s)

d. Details of any floodlighting, including location, height, type and direction of light sources and intensity of illumination

e. the parking of vehicles of site operatives and visitors

f. loading and unloading of plant and materials

g. storage of plant and materials used in constructing the development

h. the erection and maintenance of security hoarding including decorative displays and facilities for public viewing, where appropriate

i. wheel washing facilities

j. measures to control the emission of dust and dirt during construction

Reason

In order that the development should not prejudice highway safety nor cause inconvenience to other highway users, to protect air quality, such to accord with ST1 of Local Plan 2018 (Part 1) and retained Policy D1 of the Local Plan 2002.

20. Condition

The development shall not be first occupied until a detailed scheme of external lighting has been submitted to and approved in writing by the Local Planning Authority. The development should be carried out in strict accordance with the approved details. The scheme shall be maintained and shall not be altered without the prior written approval of the Local Planning Authority. The floodlighting shall be installed, maintained and operated in accordance with the approved details unless the local planning authority gives its written consent to the variation.

Reason

In the interest of the character and amenity of the area in accordance with Policy TD1 of the Local Plan 2018 (Part 1) and retained Policies D1 and D4 of the Local Plan 2002.

21. Condition

Prior to commencement of development, other than that required to be carried out as part of demolition or approved scheme of remediation, the following shall be submitted to and approved in writing by the Local Planning Authority:

a) An investigation and risk assessment, in accordance with a scheme to assess the nature and extent of any contamination on the site, whether or not it originates on the site. The investigation and risk assessment shall be undertaken by a competent person as defined in Annex 2: Glossary of the NPPF.

b) If identified to be required, a detailed remediation scheme shall be prepared to bring the site to a condition suitable for the intended use by removing unacceptable risks to human health, buildings and other property.

The scheme shall include

- (i) All works to be undertaken
- (ii) Proposed remediation objectives and remediation criteria
- (iii) Timetable of works
- (iv) Site management procedures

The scheme shall ensure that the site will not qualify as contaminated land under Part 2A of the Environmental Protection Act 1990 in relation to the intended use of the land after remediation. The remediation works shall be carried out in strict accordance with the approved scheme. The Local Planning Authority shall be given two weeks written notification of commencement of the remediation scheme works.

Reason

To ensure that land contamination to the future users of the land and neighbouring land are minimised, together with those to controlled waters, property and ecological systems, and to ensure that the development can be carried out safely without unacceptable risks to workers, neighbours and other offsite receptors in accordance with Policy D1 of the Waverley Borough Local Plan 2002.

22. Condition

Upon completion of the approved remediation works, a verification report demonstrating the effectiveness of the approved remediation works carried out shall be completed in accordance with condition 21 and shall be submitted to the Local Planning authority for approval prior to occupation of the development.

Reason

To ensure that land contamination to the future users of the land and neighbouring land are minimised, together with those to controlled waters, property and ecological systems, and to ensure that the development can be carried out safely without unacceptable risks to workers, neighbours and other offsite receptors in accordance with Policy D1 of the Waverley Borough Local Plan 2002.

23. Condition

Following commencement of the development hereby approved, if unexpected contamination is found on site at any time, other than that identified in accordance with Condition 21, the Local Planning Authority shall be immediately notified in writing and all works shall be halted on the site. The

following shall be submitted and approved in writing by the Local Planning Authority prior to the recommencement of works:

- a) An investigation and risk assessment, undertaken in the manner set out in Condition 21 of this permission.
- b) Where required, a remediation scheme in accordance with the requirements as set out in Condition 21.
- c) Following completion of approved remediation works, a verification report, in accordance with the requirements as set out in Condition 22

Reason

To ensure that land contamination to the future users of the land and neighbouring land are minimised, together with those to controlled waters, property and ecological systems, and to ensure that the development can be carried out safely without unacceptable risks to workers, neighbours and other offsite receptors in accordance with Policy D1 of the Waverley Borough Local Plan 2002.

24. Condition

Prior to the first occupation of the dwellings here by permitted the highest available speed broadband infrastructure shall be installed and made available for use unless otherwise agreed in writing by the Local Planning Authority.

Reason

To ensure sustainable construction and design in accordance with Policy CC2 of the Waverley Local Plan Part 1 (2018)

25. Condition

Prior to the occupation of the dwellings, the dwellings shall be completed such to meet the requirement for a maximum of 110 litres of water per person per day.

Reason

To ensure sustainable construction and design in accordance with Policy CC2 of the Waverley Local Plan (Part 1) 2018.

Informatives

1. 'IMPORTANT' This planning permission contains certain conditions precedent that state 'before development commences' or 'prior to commencement of any development' (or similar). As a result these must be discharged prior to ANY development activity taking place on site. Commencement of development without having complied with these

conditions will make any development unauthorised and possibly subject to enforcement action such as a Stop Notice. If the conditions have not been subsequently satisfactorily discharged within the time allowed to implement the permission then the development will remain unauthorised.

2. There is a fee for requests to discharge a condition on a planning consent. The fee payable is £116.00 or a reduced rate of £34.00 for household applications. The fee is charged per written request not per condition to be discharged. A Conditions Discharge form is available and can be downloaded from our web site.

Please note that the fee is refundable if the Local Planning Authority concerned has failed to discharge the condition by 12 weeks after receipt of the required information.

3. This permission creates one or more new units which will require a correct postal address. Please contact the Street Naming & Numbering Officer at Waverley Borough Council, The Burys, Godalming, Surrey GU7 1HR, telephone 01483 523029 or e-mail waverley.snn@waverley.gov.uk. For further information please see the Guide to Street and Property Naming on Waverley's website.
4. Community Infrastructure Levy (CIL)

The Waverley Borough Council CIL Charging Schedule came into effect from 1 March 2019. Where CIL liable development is approved in outline on or after 1 March 2019 the liability to pay CIL arises at the time when reserved matters approval is issued.

For further information see our webpages (www.waverley.gov.uk/CIL) or contact CIL@waverley.gov.uk

5. The Council confirms that in assessing this planning application it has worked with the applicant in a positive and proactive way, in line with the requirements of Paragraph 38 of the National Planning Policy Framework 2019.
6. The applicant should be mindful that the Council will require the provision of new developments to meet Building Regulations M4 (2) Category 2 standard: "Accessible and adaptable dwellings" to meet the needs of older people and those with disabilities. This will be assessed through the building control application process.

Recommendation B

That, in the event that the requirements of recommendation A are not met, that permission be REFUSED for the following reasons:

1) Reason

The applicant has failed to enter into an appropriate legal agreement to secure the provision of affordable housing within the meaning of the NPPF, appropriate to meet Waverley Borough Council's housing need. The proposal would therefore fail to create a sustainable, inclusive and mixed community, contrary to Policy AHN1 of the Local Plan Part 1 (2018) and paragraph 64 of the NPPF 2018.

2) Reason

The applicant has failed to enter into an appropriate legal agreement to secure a financial contribution towards the maintenance and enhancement of the SANG at Farnham Park. The proposal (in combination with other projects) would have a likely adverse effect on the integrity of the Thames Basin Heaths Special Protection Area (SPA) in that it is now widely recognised that increasing urbanisation of the area around the SPA has a continuing adverse effect on its interest features, namely Nightjar, Woodlark and Dartford Warbler, the three internationally rare bird species for which it is classified. The proposal conflicts with Policy NRM6 of the South East Plan, Policies NE1 and NE3 of the Local Plan (Part 1) 2018, Policies FNP12 and FNP13 of the Farnham Neighbourhood Plan 2013-2032 and the Thames Basin Heaths SPA Avoidance Strategy Review (2016).